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Globalization and interdependence: international migration and development

International migration and development

Report of the Secretary-General**

Summary

In its resolution 58/208 of 23 December 2003 on international migration and development, the General Assembly requested the Secretary-General to submit a report on the implementation of that resolution to the Assembly at its fifty-ninth session. Pursuant to that request, the present report provides an update of the results of relevant activities within the United Nations system and of United Nations cooperation with relevant intergovernmental organizations concerning international migration and development. The report also reviews major initiatives of Member States to create a multilateral framework of cooperation for improving migration management. The penultimate section of the report suggests the action-oriented options of the United Nations for addressing the issue of international migration and development.

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I. Introduction

1. International migration is an intrinsic part of the development process. It is both a response to the dynamics of development and a facilitator of social and economic change. The migration and development nexus has received renewed attention in recent years, as the rising trends in respect of migrant remittances become evident and the transnational linkages of migrants and their communities of origin grow stronger through advanced communication technology. Concomitantly, the migration debate has begun to be centred on how the benefits of migration can be maximized, for sending, receiving and transit countries, as well as for the migrants themselves. As reviewed below, the growing number of activities related to international migration and development carried out by various international organizations are also a manifestation of the high priority of this issue in international debates.

2. The present report considers the implementation of General Assembly resolution 58/208 of 23 December 2003, entitled "International migration and development". In that resolution, the Assembly requested the Secretary-General to, inter alia, submit a report to the Assembly at its fifty-ninth session that would provide an update of the results of relevant activities within the United Nations system and of United Nations cooperation with the International Organization for Migration (IOM) and other relevant intergovernmental organizations concerning international migration and development, including best practices on managed migration and policies to increase understanding and strengthen cooperation in the area of international migration and development among States and other stakeholders; that would review major initiatives of Member States; and that would suggest action-oriented options for consideration by the Assembly. This report has been prepared in response to those requests, in consultation with relevant bodies, agencies, funds and programmes of the United Nations system active in the field of international migration and development.

II. Recent work of the relevant organizations within the United Nations system in the field of international migration and development

A. United Nations Secretariat

1. Department of Economic and Social Affairs

3. At the United Nations Secretariat, the Department of Economic and Social Affairs aims to promote sustainable development through a multidimensional and integrated approach to economic, social, environmental, and population and gender-related aspects of development.

4. The Population Division of the Department of Economic and Social Affairs has been responsible for monitoring levels and trends of international migration as well as international migration policies. The Division also conducts studies on the interrelationships between international migration and socio-economic and political changes. During 2003, new estimates of the stocks of international migrants were prepared. The resulting database, *Trends in Total Migrant Stock: the 2003 Revision*,[1]

is a compilation of country-specific estimates of migrant stock, using data on the number of foreign-born or foreign residents enumerated by population censuses and the number of refugees for the period 1960-2000. The estimates obtained indicate that the number of international migrants worldwide stood at 175 million in 2000, up from 76 million in 1960. The results of the estimates have been widely used by individuals as well as institutions working on international migration. The Division also published *World Population Policies, 2003*,[2] a compilation of Governments' views and policies concerning population and development for the 194 Member States and non-member States of the United Nations. The publication reveals that substantial changes in Government perceptions of immigration took place in the late 1970s and the early 1980s. Thus, between 1975 and 2003, the proportion of Governments that viewed immigration levels as too high had risen from 7 to 21 per cent.[3]

5. The General Assembly, in its resolution 58/208, requested the Secretary-General, in cooperation with relevant bodies, agencies, funds and programmes of the United Nations system and other relevant international, regional and subregional organizations, to continue convening meetings in order to coordinate their activities regarding international migration. In order to facilitate stronger partnerships among relevant bodies active in the field of international migration, the Population Division has been organizing annual coordination meetings on international migration. A first meeting had taken place in July 2002 and discussed issues related to the collection and exchange of information on international migration. The second coordination meeting, held in October 2003, brought together representatives from over 20 organizations, including the International Labour Organization (ILO), IOM, the Organization for Economic Cooperation and Development (OECD), the Office of the United Nations High Commissioner for Refugees (UNHCR) and the United Nations Children's Fund (UNICEF). Participants were informed about recent debates on international migration at the United Nations Secretariat, and discussed selected current issues of international migration, namely, remittances, undocumented migration and security. They also exchanged information on their recent activities related to international migration. The wide range of activities reported by the different organizations prove that international migration has become an issue of central concern for the international community. Participants confirmed the usefulness of having regular meetings among concerned organizations to identify the complementary roles of different institutions and plan the future direction of their work in the field, while minimizing the possible overlap of activities undertaken by different institutions.

6. The Population Division also serves as the secretariat of the Commission on Population and Development. At its thirty-seventh session in 2004, the Commission decided that the special theme for the Commission at its thirty-ninth session in 2006 should be "International migration and development", as a contribution of the Commission to the high-level dialogue of the General Assembly on that issue.[4] In addition, at the thirty-seventh session of the Commission, the Director-General of the International Organization for Migration addressed the Commission as a keynote speaker on the orderly management of the movement of people.

7. The United Nations Statistics Division of the Department of Economic and Social Affairs directs its efforts towards standardizing the concepts and definitions used to measure international migration in order to increase the cross-country comparability of international migration statistics. The Statistics Division, in

collaboration with the United Nations Conference on Trade and Development (UNCTAD), organized a Workshop on Improving the Compilation of International Migration Statistics, which was held in Geneva in September 2003. Participants representing 14 countries from different regions of the world were introduced to the framework for compiling international migration statistics from available data sources laid out in *Recommendations on Statistics of International Migration: Revision 1*.[5] During the workshop, participants highlighted the importance of producing statistics that were relevant for policy requirements, and therefore emphasized the need for a greater dialogue between policy makers and statisticians. The dialogue resulting from such a platform would increase mutual appreciation of the needs of users of statistics and the challenges faced by the producers of statistics. The Statistics Division was requested by the Statistical Commission at its thirty-fourth session in 2003 to produce a handbook on the collection and compilation of international migration statistics as a practical guide on how the above-mentioned recommendations could be implemented.[6]

8. Other Divisions of the Department of Economic and Social Affairs are also engaged in a growing number of activities in the field of international migration and development. For instance, in order to shed light on the situation of migrants from a social perspective, the Division for Social Policy and Development convened, on 7 and 8 October 2003, the third meeting of the International Forum for Social Development which considered the topic of international migrants and development. Subsequently, at its forty-second session in 2004, the Commission for Social Development held a high-level panel discussion entitled "International migration and migrants from a social perspective", under its agenda item entitled "Emerging issues, trends and new approaches to issues affecting social development".[7] The *Report on the World Social Situation 2003*,[8] prepared by the Division, discussed the well-being of migrants in the context of employment and working conditions, migrant health and social vulnerabilities.

9. The Division for the Advancement of Women of the Department of Economic and Social Affairs addresses the issues of international migration and development from a gender perspective. As a preparatory process for the report on the *World Survey on the Role of Women in Development* (A/59/287), to be considered by the General Assembly at its fifty-ninth session, the Division held a meeting entitled "Migration and mobility and how this movement affects women" in Malmö, Sweden, in December 2003. The preparation of the *World Survey* also included close consultations with other United Nations entities in the context of the Inter-Agency Network on Women and Gender Equality, as well as cooperation with other Divisions of the Department of Economic and Social Affairs. In 2003, the Division for the Advancement of Women also prepared the Secretary-General's report on violence against women migrant workers (A/58/161), which included measures taken by Member States, United Nations entities and other international bodies to combat violence against female migrant workers. The Division acts as the secretariat for the Committee on the Elimination of Discrimination against Women. In its consideration of the reports by States parties to the Convention on the Elimination of All Forms of Discrimination against Women (Assembly resolution 34/180, annex), the Committee regularly addresses the issues of international migration and trafficking in women and girls.

10. In 2003, the Division for ECOSOC Support and Coordination of the Department of Economic and Social Affairs had prepared the report of the

Secretary-General entitled "Role of the United Nations in promoting development in the context of globalization" (A/58/394). The report examined, inter alia, the linkages among international migration, financial flows including workers' remittances, and trade. The report was submitted to the Second Committee of the General Assembly at its 37th meeting, which considered the topic of international migration under the agenda item entitled "Globalization and independence".

11. Furthermore, the Department of Economic and Social Affairs selected international migration as the special topic for its *World Economic and Social Survey, 2004*.[9] This publication provides an annual analysis of the state of the world economy and emerging policy issues. The 2004 *Survey* will provide recent information on selected aspects of international migration and cover such topics as levels and trends of international migration; refugees and asylum-seekers; international migration policies; causes and economic impacts of international migration; social dimensions of international mobility; and international cooperation.

2. Regional commissions

12. The regional commissions approach the issue of international migration and development from a regional perspective based on empirical observations and frequent interaction with Member States. During the past few years, the topic of international migration and development has been an important component of the work programmes of the regional commissions, particularly the Economic Commission for Europe (ECE), the Economic Commission for Latin America and the Caribbean (ECLAC) and the Economic and Social Commission for Asia and the Pacific (ESCAP).

13. At ECE, the Statistics Division has long been engaged in the improvement of international migration statistics and the compilation of the data therefor. In 2003, ECE convened jointly with the Statistical Office of the European Communities (Eurostat) the Work Session on Migration Statistics in Geneva. It was attended by delegates of the member States of ECE as well as by representatives of concerned international and intergovernmental organizations. The Work Session considered, inter alia, the international migration statistics derived from the 2000 round of population censuses and sought synergies between international migration statistics and statistics on other topics. It assisted countries in the region in exchanging experiences on the collection, processing and dissemination of data related to international migration and on the further improvement of the comparability of data and concepts.

14. The Latin American and Caribbean Demographic Centre (CELADE) of ECLAC provides technical cooperation with respect to the integration of international migration issues in national development plans and programmes. Many of these activities are carried out in close collaboration with national institutions from the region as well as international organizations such as the Inter-American Development Bank (IDB), IOM and the United Nations Population Fund (UNFPA). CELADE also participates in the regional consultative processes, such as the Puebla Process and the South American Migration Dialogue. This constant search for collaboration among stakeholders in the region allows CELADE to organize intergovernmental meetings on a hemispheric scale. In addition, CELADE maintains a data bank for the Investigation of International Migration in Latin America

(IMILA) which has continued to expand, most recently by including the data from the 2000 round of censuses. The data compiled serve as bases for examining the patterns and trends of international migration and contribute to developing analytical frameworks on specific aspects of international migration in the region.

15. As a follow-up to the implementation of the Plan of Action on Population and Poverty of the Fifth Asian and Pacific Population Conference (APPC),[10] ESCAP held an ad hoc Expert Group Meeting on Migration and Development in August 2003. The key topics discussed included linkages among internal and international migration and development, international migration statistics, and migration and poverty. Based on the research findings presented and the ensuing discussions, the meeting adopted several recommendations, providing guidelines for the formulation of policies and the implementation of programmes. Subsequently, in December 2003, ESCAP organized an Expert Group Meeting on Trafficking in Women and Children and identified key issues and strategic areas for regional and subregional cooperation in order to prevent and combat this crime. ESCAP also published in 2003 a report entitled *Combating Human Trafficking in Asia: A Resource Guide to International and Regional Legal Instruments, Political Commitments and Recommended Practices*.[11]

B. Other bodies of the United Nations

1. Joint United Nations Programme on Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome (UNAIDS)

16. The Joint United Nations Programme on Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome (UNAIDS) has been actively involved in issues of population mobility and HIV/AIDS, by supporting advocacy, policy dialogue, country programmes, research and information dissemination. In recent years, UNAIDS, in collaboration with IOM, has contributed to increased understanding and recognition of the vulnerability of migrant populations to HIV/AIDS through publications such as *Population Mobility and AIDS* and *Migrants' Right to Health*. In addition, it collaborates with ILO in establishing workplace-based HIV/AIDS policies. In collaboration with IOM, UNAIDS also extends its support at the country level. These initiatives include assistance to Governments in integrating or mainstreaming HIV/AIDS and migration issues into humanitarian and development planning, budget allocations, and programme implementation. Since migration and HIV/AIDS are both cross-border concerns, UNAIDS also facilitates intergovernmental coordination to address the issue.

17. A number of interventions by UNAIDS are under way in different parts of the world. In Africa, UNAIDS has been involved in the multi-partner West Africa Abidjan-Lagos Transport Corridor Project with the World Bank, the United States Agency for International Development (USAID) and CARE. The project provides prevention education, voluntary counselling and testing, and treatment for sexually transmitted infections to mobile populations along the main communication routes and at sites where mobile groups mix with existing social networks. UNAIDS has also carried out baseline assessments of HIV-related risk associated with migration and has undertaken, with IOM, mapping studies of targeted programmes for truckers in West Africa, and mobile populations in Latin America and the Caribbean, and in Southern Africa. In Southern and South-eastern Asia, UNAIDS works with the

United Nations Development Programme (UNDP) regional initiative and has produced various studies on mobility patterns and strategic planning tools to address the needs of mobile populations in these regions.

18. In Europe, the European AIDS and Mobility Project is an example of best practice for increasing understanding of the issue and strengthening cooperation among countries. Starting in 1991, the project has focused on HIV/AIDS prevention, targeting travellers and migrants in Europe. The project brings together national focal points representing States members of the European Union (EU), and operates by stimulating collaboration and exchange of information on AIDS activities aimed at ethnic minority and migrant communities. During 1999, each of the national focal points organized a national seminar with themes based on priorities set at the country level with respect to prevention of HIV/AIDS and sexually transmitted diseases and mobile populations. The project also disseminates necessary information, regularly publishes an updated bibliography of relevant books, articles and reports, and provides a reference service to other organizations in Europe. The project acknowledges the need to make health services more accessible to international migrants, as they frequently receive limited services owing to legal and administrative obstacles and lack of culturally and linguistically appropriate information and services.

2. Office of the United Nations High Commissioner for Human Rights

19. The Office of the United Nations High Commissioner for Human Rights is responsible for ensuring the implementation of universally recognized human rights and of key human rights instruments relating to international migration. The Office's technical cooperation programme includes provision of legal advice, raising awareness about migrants rights through meetings and publications, and strengthening the capacity of national human rights institutions to safeguard the rights of international migrants. It also coordinates the Intergovernmental Organizations (IGO) Contact Group on Trafficking and Migrant Smuggling, which consists of several United Nations organizations, IOM and non-governmental organizations.

20. The Office of the United Nations High Commissioner for Human Rights services the Committee on the Protection of the Rights of All Migrant Workers and Members of Their Families. The Committee, which consists of 10 experts, monitors the implementation of the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (General Assembly resolution 45/158, annex), which entered into force in July 2003. The Committee held its first session in Geneva in March 2004,[12] adopted its provisional rules of procedure[13] and discussed its methods of work.

21. The Office of the United Nations High Commissioner for Human Rights provides secretariat support for the Special Rapporteur on the human rights of migrants. The Special Rapporteur seeks ways to overcome obstacles to the full and effective protection of the human rights of international migrants. During the past two years, the Special Rapporteur has participated in several regional and subregional conferences on migration and development and has undertaken missions to the Islamic Republic of Iran, Mexico, Morocco, the Philippines, Spain and the border areas between Mexico and the United States of America. Through these activities, the Special Rapporteur has stressed that the human rights of international

migrants must be protected at every stage and in every procedure involved in migration management, in countries of origin and transit as well as of destination.

3. Office of the United Nations High Commissioner for Refugees (UNHCR)

22. The primary mandate of the Office of the United Nations High Commissioner for Refugees (UNHCR) is to provide protection and durable solutions for refugees and other persons of concern, including asylum-seekers, returnees and stateless people. Since a majority of the people who are of concern to UNHCR are found in low-income countries, the Office has developed an active interest in the relationship subsisting among development, international migration and refugee protection. UNHCR is engaged in a variety of activities that address this relationship. For instance, it promotes self-reliance among refugee populations in countries of asylum, in partnership with host Governments, development actors and bilateral donors. It ensures that its short-term reintegration programmes for returnees are linked to longer-term reconstruction and development efforts. To this end, UNHCR promotes the realization of the Millennium Development Goals, so as to reinforce the protection capacity of refugee-hosting countries and to facilitate the attainment of durable solutions for refugees and other displaced populations.

23. From a viewpoint of sharing burdens and responsibilities more equitably and elaborating development-based responses that effectively contribute to refugee protection, UNHCR maintains efforts to strengthen collaboration with key United Nations partners such as UNDP and ILO. In addition, there are a number of forums in which UNHCR and IOM participate where they direct attention to the issues of international migration and development.

24. A number of key lessons learned and best practices can be identified based on UNHCR involvement in refugee protection. As mentioned, UNHCR recognizes a strong need to bridge the gap that has traditionally existed between short-term humanitarian programmes and long-term development initiatives, both in refugee hosting countries and in countries of origin, and calls for joint programming between humanitarian and development organizations. Thus, UNHCR has developed a Framework for Durable Solutions for Refugees and Persons of Concern. The framework consists of three elements: (a) promotion of development assistance for refugees; (b) establishment of so-called 4Rs programmes aimed at ensuring repatriation, reintegration, rehabilitation and reconstruction in post-conflict situations; and (c) promotion of development strategies through local integration. The framework has already been implemented through specific projects in Afghanistan, Eritrea, Sierra Leone, Sri Lanka and Zambia. UNHCR is also emphasizing the rule of law and justice issues as part of its efforts to ensure the voluntary return and sustainable reintegration of refugees. Experience shows that the reintegration of returnees in post-conflict situations is closely linked to the re-establishment and proper functioning of national protection mechanisms.

4. United Nations Conference on Trade and Development

25. The principal functions of the United Nations Conference on Trade and Development (UNCTAD) are, among others, to promote international trade, particularly between countries at different stages of development, and to formulate and implement principles and policies on international trade and related problems of economic development. UNCTAD recognizes the movement of labour as an integral

part of the international trade in services and therefore the economic importance of the movements of workers who stay temporarily in a country for the purpose of providing a service in any of the categories identified in Mode 4 under the General Agreement on Trade in Services.[14] In July 2003, UNCTAD held in Geneva, in collaboration with IOM and ILO, a three-day Expert Meeting on Market Access Issues in Mode 4 (Movement of Natural Persons to Supply Services) and Effective Implementation of Article IV on Increasing Participation of Developing Countries (see document TD/B/COM.1/64-TD/B/COM.1/EM.22/3 of 27 November 2003 for the report thereon). UNCTAD has also contributed to the preparation of the *Manual on Statistics of International Trade in Services*,[15] covering Mode 4, through inter-agency cooperation with the United Nations Statistics Division, the European Commission, the International Monetary Fund (IMF), OECD and the World Trade Organization.

5. United Nations Institute for Training and Research

26. The United Nations Institute for Training and Research (UNITAR) has been executing the International Migration Policy Programme (IMP) since 1998. IMP is an inter-agency activity of ILO, IOM, UNFPA and UNITAR, implemented in collaboration with other relevant multilateral organizations such as EU, the International Committee of the Red Cross (ICRC), the International Centre for Migration Policy Development (ICMPD), the Office of the United Nations High Commissioner for Human Rights, UNAIDS, UNHCR and UNICEF. Its aim is to strengthen the capacity of Governments to manage international migration and to facilitate regional and international cooperation for orderly migration and the protection of international migrants.

27. Between 2002 and 2004, IMP organized five regional meetings on migration policy, in the Dominican Republic, Ethiopia, Kenya, Kyrgyzstan and Turkey. In addition, in 2003, IMP co-organized an International Conference on Migrant Remittances with the World Bank and the Department for International Development (DFID) of the United Kingdom of Great Britain and Northern Ireland. The activities of IMP have benefited over 340 senior- and middle-level government officials from some 57 developing countries. IMP is part of the South-East Europe Stability Pact Task Force on Trafficking in Human Beings. Thus, since 2001, IMP has co-organized with ICMPD, IOM and the Southeast European Cooperative Initiative (SECI) training seminars for police, the judiciary, non-governmental organizations, international experts and government officials who are responsible for counter-trafficking strategies. IMP is also a member of the Geneva-based IGO Contact Group on Trafficking and Migrant Smuggling.

6. United Nations Office on Drugs and Crime

28. The United Nations Office on Drugs and Crime plays an active role in supporting the efforts of the international community to fight trafficking in persons and smuggling of migrants, particularly through its legal advisory services, technical cooperation and awareness-raising. It works closely with many international and regional organizations, including EU, Europol, ICMPD, ILO, Interpol, IOM, the Organization for Security and Cooperation in Europe (OSCE), UNAIDS, the Division for the Advancement of Women of the United Nations Secretariat, UNICEF and the United Nations Development Fund for Women (UNIFEM). In its field-level activities, the United Nations Office on Drugs and

Crime cooperates with UNDP and the United Nations Office for Project Services (UNOPS).

29. One of the most notable activities carried out by the United Nations Office on Drugs and Crime in recent years has been the establishment of a global database on human trafficking and migrant smuggling. Using the data collected, the Office assesses trends in trafficking and smuggling with respect to smuggling routes, forms of exploitation, methods used by organized criminal groups, cooperation among law enforcement, and the responses of Governments, including legislative reforms. The database has been regularly shared with IOM. The technical cooperation projects of the Office are currently in operation in more than 10 countries of Asia, Central and Eastern Europe, Latin America and Western Africa. These projects aim to review national legislation and assist in the ratification and implementation of the United Nations Convention against Transnational Organized Crime and the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime, and the Protocol against the Smuggling of Migrants by Land, Sea and Air, supplementing the United Nations Convention against Transnational Organized Crime (General Assembly resolution 55/25, annexes I-III), and to strengthen the national capacity of the criminal justice system to investigate, prosecute and convict traffickers.

30. The best practices of the United Nations Office on Drugs and Crime in migration management are related to awareness-raising activities. Information campaigns are effective measures to prevent persons from becoming victims of trafficking as well as to discourage the demand that fosters all forms of exploitation leading to trafficking. The Office launched in 2001 the Global Television Campaign on Human Trafficking. The first video focused on the trafficking in women for the purpose of sexual exploitation and projected a powerful message about this complex and growing problem. The Office produced in 2002 a second video focusing on trafficking in men, women and children for bonded and forced labour. With the cooperation of broadcast stations worldwide, these videos have been transmitted on national networks in over 40 countries as well as on global and regional networks. Two new videos launched in 2003 call upon victims and the general public to take action against trafficking.

7. United Nations Population Fund (UNFPA)

31. In addition to its support for IMP, UNFPA organized an international workshop in Bratislava, Slovakia, in 2002 to address the problems of trafficking in women and girls. The workshop brought together more than 60 parliamentarians, government officials and representatives of non-governmental organizations from 25 countries. In 2003, UNFPA, in collaboration with IOM, supported the League of Arab States in organizing a Conference on Arab Migration in a Globalized World to address, inter alia, the openness of labour and commercial markets, the freedom of movement for individuals, and mechanisms to rationalize the mobility of human resources in Western Asia. The Conference was attended by more than 200 policy makers, government officials, migration officials, and experts, as well as by representatives of intergovernmental organizations concerned with international migration.

C. Specialized agencies

1. Food and Agriculture Organization of the United Nations

32. Although the activities of the Food and Agriculture Organization of the United Nations (FAO) do not focus specifically on international migration, the types of developmental interventions promoted by the Organization are highly relevant to migration. For instance, an important component of the work of FAO on food security, poverty reduction and sustainable agricultural development is to promote policies and programmes that support rural livelihoods and encourage investment in rural areas. Such interventions should enhance living conditions in rural settings, eventually reducing the magnitude of outmigration and improving the conditions under which people migrate. Examples of agricultural policies that can stabilize rural populations or foster return flows of people include interventions to increase agricultural production, strengthen rural infrastructure and diversify rural economies. This is also crucial to reducing vulnerability or increasing the resilience of farming systems and rural households.

2. International Labour Organization

33. The International Labour Organization (ILO) promotes social justice and internationally recognized labour rights. In the area of international migration, ILO has helped forge an international consensus on the protection of migrant workers from discrimination and exploitation, while allowing orderly movements of workers. The ILO strategy for achieving this objective includes the supervision of standards, legislative and policy advisory services, and technical training and awareness-raising among government officials and representatives of workers' and employers' organizations. For instance, ILO has adopted a number of Conventions and Recommendations specific to migration and migrant workers, including the Migration for Employment Convention (Revised), 1949 (No. 97), and the Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143). ILO promotes ratification of these conventions and ensures adherence to their standards by monitoring laws, regulations and practices related to the treatment of migrant workers.

34. Monitoring and assessing emerging issues in the field of migration and the conditions of migrants have also been a mainstay of ILO activity. The recent research of ILO includes evaluation of comparative experiences with temporary foreign worker programmes, recruitment methods and their implications for the labour market, the use of immigration quotas, the effectiveness of measures to prevent the illegal employment of undocumented migrants, the relationship between the growth of trade and migration of skilled and unskilled workers, and the effects of emigration of the highly skilled on a sample of developing countries. The ILO online database on international labour migration (ILM), established in 1997, currently provides comprehensive and comparative statistical information for over 80 countries.

35. In order to achieve its mission and objectives, ILO has offered substantive technical assistance to member States. In recent years, ILO has sent advisory missions to an increasing number of Member States and has provided technical advice on various aspects of labour migration, including the improvement of national migration policies, the formulation of legislation and the establishment of

frameworks for protecting nationals working abroad. In addition, ILO has been also requested to provide advisory services to regional economic groups such as the Association of South-East Asian Nations (ASEAN) and the Caribbean Community (CARICOM). In view of the further integration of labour markets at the regional level, the provision of advisory work on the implications of the free circulation of labour will be an important area of work of ILO in the future.

36. Recognizing that there are many other actors in the field of international migration and development, ILO has promoted joint activities with other United Nations offices and intergovernmental agencies. Hence, ILO is an active partner of UNITAR, UNFPA and IOM in the International Migration Policy Program (IMP). ILO is also cooperating with the Council of Europe in documenting best practices to prevent discrimination and xenophobia, and with the Office of the United Nations High Commissioner for Human Rights in supporting the work of the Special Rapporteur on the human rights of migrants.

37. The International Labour Conference of ILO is a global ministerial-level conference in which participate Ministers of Labour and the leaders of the main national employer and business associations and the most representative trade union federation of each ILO member State. The International Labour Conference of 2004 chose "migrant workers" as a main topic of general discussion. As part of the preparation for the Conference, the International Labour Office conducted the International Labour Migration Survey and obtained from 93 member States the latest information on the trends in international migration and conditions of migrant workers, the state of law and practice, the impact of migration and the experience with structures and policies for regulating migration and employment of migrant workers. The report, entitled *Towards a Fair Deal for Migrant Workers in the Global Economy*,[16] which was submitted to the Conference, reflects the outcomes of the survey.

3. United Nations Educational, Scientific and Cultural Organization

38. Under the newly established programme on International Migration and Multicultural Policies, the activities of the United Nations Educational, Scientific and Cultural Organization (UNESCO) focus on: (a) strengthening the rights of migrant workers and their families; (b) improving regional, national and international policies to manage the impact of migration on society; (c) promoting the value of, and respect for, cultural diversity in multicultural societies; and (d) contributing to the global fight against the exploitation of migrants and human trafficking. Thus, UNESCO has been actively involved in the Steering Committee of the Global Campaign for Ratification of the Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, by publishing an information kit on the contents and implications of the Convention. The outcomes of comparative research on the obstacles to the ratification of the Convention, carried out by its regional research networks in Eastern Europe, Asia-Pacific, sub-Saharan Africa and the Maghreb, have been published in the form of more than 30 country reports.

39. In order to guide policy formulation and to strengthen the linkage of research and policy, UNESCO is engaged in the collection of best practices on various aspects of international migration, and is planning to establish a database accessible through the Internet. The first collection of best practices has been focused on

measures combating exploitative migration and human trafficking. For this project, UNESCO collaborates closely with research networks and other international organizations such as ILO, IOM and UNICEF. In Western and Southern Africa, UNESCO has undertaken research, advocacy and training activities to strengthen the fight against human trafficking.

4. World Health Organization

40. The World Health Organization (WHO) increasingly recognizes the need to better understand the challenges of migration to health in the context of globalization, as it focuses its efforts on reaching the health targets set out in the Millennium Development Goals. The organization participated, as a member of the steering committee, in the global evaluation on reproductive health for refugees and internally displaced persons led by UNHCR in 39 countries. One of the outcomes of this evaluation has been the WHO inter-agency technical consultation to revise the content of reproductive health kits. In addition, WHO convened, in collaboration with UNFPA, the ninth annual meeting of the Inter-Agency Working Group on Reproductive Health in Refugee Settings, held in Brussels in October 2003. In order to identify the main health and human rights challenges in the context of migration, WHO, together with key partner organizations such as ILO, IOM, the International Centre for Migration and Health and OHCHR, published the report entitled *International Migration, Health and Human Rights*[17] in 2003. The report considered a broad range of categories, from victims of trafficking to undocumented migrants, and key challenges for policy makers in addressing the linkages among migration, health and human rights.

D. Geneva Migration Group

41. In April 2003, the heads of six international organizations and United Nations entities, based in Europe and active in the field of international migration, namely, ILO, IOM, the Office of the United Nations High Commissioner for Human Rights, UNHCR, UNCTAD and the United Nations Office on Drugs and Crime, established the Geneva Migration Group. The Group is an informal mechanism for the exchange of information among organizations, sharing many objectives and areas of work. It meets regularly, usually on a quarterly basis, and has a rotating Chair. Through these meetings, the Group aims to improve mutual understanding, discuss the possibility of inter-agency cooperation and collaboration, and promote synergies, and to avoid duplication of activities. The link between migration and development is a common theme in this forum.

III. Major initiatives of Member States to create a multilateral framework of cooperation

42. In recent years, several groups of countries have launched important initiatives to create multilateral frameworks for cooperation in improving migration management. These initiatives are most evident at the regional level.

43. Undoubtedly, the member States of the European Union (EU) have made the greatest progress in seeking harmonization of measures to manage international migration, in a context of growing economic and regional integration. EU aims to

assure the free movement of people and workers in conjunction with appropriate measures regarding external border controls, immigration, asylum and the prevention of crime. In 1997, the Treaty of Amsterdam[18] established for the first time EU competence on immigration and asylum. Subsequently, the European Council, at its meeting in Tampere, Finland, on 15 and 16 October 1999, called for a common policy on immigration and asylum and set forth a framework within which to achieve it. In this framework, partnerships with countries of origin are seen as essential elements for the success of migration management. In May 2004, an additional 10 countries joined the 15 member States of EU. Although the access of citizens of new member States to the labour markets of the old member States is at present restricted by transitional arrangements, the free movement of workers from the new member States is expected to be fully achieved by 2011.

44. Outside EU, regional consultative processes have been established in virtually all world regions. These processes were often spawned by regional conferences or seminars focusing on specific migration issues of regional concern. In some cases, a concerned Government brought together representatives of States in the region for a first meeting. Subsequently, concern over specific migration issues affecting the whole region gave rise to a regional consultative process. Consultations normally involve regional and international organizations working on international migration and, in some cases, non-governmental organizations as well. Organizations such as ICMPD, IOM, UNITAR and UNHCR have provided substantive and logistic support to maintaining such consultative processing.

45. For instance, the first meeting of what would become the Budapest Process was convened by Germany in 1991. Primarily concerned with irregular migration from Eastern and Central Europe towards Western Europe after the fall of the Berlin Wall, 26 Ministers of European countries met to seek the establishment of sustainable systems for orderly migration. Over time, the process has expanded both its membership and its focus. It now functions as a consultative forum for more than 40 Governments and has developed closer ties with EU. In 1997, the Ministerial Conference of the Budapest Process adopted a set of recommendations in Prague, many of which addressed the emerging problem of trafficking.

46. The Commonwealth of Independent States (CIS) Process began with the Regional Conference to address the problems of refugees, displaced persons, other forms of involuntary displacement and returnees in the countries of the Commonwealth of Independent States and relevant neighbouring States, held in Geneva, under the joint auspices of UNHCR, IOM and OSCE on 30 and 31 May 1996. The Conference, convened at the request of the Russian Federation, was attended by 87 States, including the 12 members of CIS and many European countries concerned about the consequences of unmanaged migration flows in the region. The Conference adopted a Programme of Action (A/51/341 and Corr.1, appendix) and led to the establishment of a technical cooperation programme aimed at establishing, improving and harmonizing national migration legislation, policies and administrative structures in CIS.

47. In Central and Northern America, Governments of the region have been holding regular regional consultations in what has become known as the Puebla Process. The first meeting took place in Puebla, Mexico, in 1996 and was attended by representatives of 10 Governments in the region. The process initially had the objective of reducing irregular migration, especially the transit of irregular migrants

from outside the region through Central America and Mexico to the United States of America and Canada. In 1997, the Plan of Action of the Regional Conference on Migration was drawn up to address the main issues of concern in the area of international migration and development. Since then, the scope of the Puebla Process has expanded markedly by including techn cal cooperation activities.

48. In Asia, the Manila Process has developed from a regional seminar on irregular migration and trafficking in persons organized by the Philippines and IOM in 1996. It originally intended to be a one-time seminar; but, by 2000, there had been four meetings, involving 14 States or administrative regions of Eastern and South-eastern Asia. The process focuses on the exchange of information, primarily on irregular migration and trafficking. The participating States have shared country reports on a regular basis to gain an overall view of the phenomenon in the region.

49. The Berne Initiative, which started explicitly as an intergovernmental consultation process, has the goal of improving the management of international migration at the regional and global levels through cooperation among countries. The Initiative was launched by the Government of Switzerland at the International Symposium on Migration, held in Berne in June 2001. It has been expanding by including countries not only in Europe, but also in other regions. As a process, the Berne Initiative enables Governments from all world regions to share their policy priorities and identify long-term interests in the area of international migration, and offers the opportunity of developing a common orientation towards the management of international migration. An objective of the Berne Initiative is to develop a broad policy framework to facilitate cooperation among Governments in managing the movement of people in a humane and orderly fashion.

50. A more recent initiative has been the establishment of the Global Commission on International Migration. With the encouragement of the Secretary-General of the United Nations, the Governments of Sweden and Switzerland, together with those of Brazil, Morocco and the Philippines, established the Commission in December 2003. Since then, a further 16 Governments plus EU have offered their support to this institution. The Commission is an independent body, based in Geneva, and constituted by 18 eminent persons from all regions of the world. Its objectives are: (a) to place international migration in the global agenda; (b) to analyse gaps in current policy approaches to international migration and examine its interlinkages with other issues; and (c) to present recommendations to the Secretary-General and other stakeholders on how best to address international migration issues at the international level. The Commission has identified "development" as a key issue in the overall analysis of the complex challenges posed by contemporary migration.

51. The first meeting of the Global Commission was held in Stockholm, Sweden, on 26 and 27 February 2004. The Commission is in the process of organizing a series of regional hearings. The first, involving the Asia-Pacific region, was held in Manila, Philippines, in May 2004. It was attended by some 160 people, consisting of senior and middle-level government officials in the region, migration experts, and representatives of international organizations, trade unions, employer associations, non-governmental organizations, and the media. Similar hearings are scheduled for Africa, the Americas, Europe and the Mediterranean region, to ensure that the perspectives and experiences of all regions are taken into consideration. The Commission will submit its final report to the Secretary-General of the United Nations in mid-2005.

IV. Action-oriented options of the United Nations for addressing the issue of international migration and development

52. International migration is clearly at the forefront of the international agenda. Since 1995, the issue of international migration and development has been in the agenda of the General Assembly six times. Over the past 10 years, the Assembly has thus provided a forum for the exchange of views and experiences among Member States on this issue. The high-level dialogue on international migration and development, to be held in 2006, will provide a further opportunity for the consideration of strategies and mechanisms to address the many facets of this issue.

53. The United Nations has played a critical role in establishing legal norms and standards in relation to international migration. The International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, adopted in 1990, entered into force on 1 July 2003 and has been ratified by 26 States. It is a key instrument with respect to the setting of standards for the treatment, and protection of the welfare and rights, of migrant workers, in conjunction with two ILO conventions, namely, the Migration for Employment Convention (Revised), 1949 (No. 97), and the Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143), ratified, respectively, by 42 and 18 States. In addition to monitoring the application of the 1990 Convention among States parties, the United Nations will continue to promote its ratification and raise awareness about the importance, in regard to fostering the benefits of international migration, of safeguarding the rights of migrants.

54. The United Nations has also made major strides in advancing a legal framework to prevent and combat the trafficking and smuggling of persons. The Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime, and the Protocol against the Smuggling of Migrants by Land, Sea and Air, supplementing the United Nations Convention against Transnational Organized Crime, both adopted in November 2000, have been signed by more than 100 States. The United Nations could expand its technical cooperation projects to assist countries in the ratification and implementation of the Protocols.

55. The United Nations, through the Department of Economic and Social Affairs of the United Nations Secretariat and the regional commissions, is well placed to elucidate the different facets of the interrelations between international migration and development, and their implications for developed and developing countries. By undertaking the collection and dissemination of information relevant to international migration and development, gathering and analysing the available statistics on international migration, working to improve the availability and comparability of statistics on international migration, monitoring national policies and government views on international migration, and providing objective assessments of the state of knowledge regarding the causes and consequences of international migration, the United Nations plays a fundamental role in underpinning the policy debate on the subject. The United Nations can continue to strengthen its substantive and technical work on international migration.

56. The United Nations, in collaboration with agencies, funds and other relevant organizations, may further assist Governments in achieving a better understanding of the extent and implications of specific migration trends and the strategies to

address them. In addition, the United Nations will continue to provide a forum for the exchange of information and coordination of activities on international migration among the different actors in the United Nations system and other relevant international organizations by convening coordination meetings at regular intervals, as called for in General Assembly resolution 58/208.

V. Conclusions

57. During the 1990s, international migration to developed countries increased significantly even though many of them restricted the admission of international migrants. In the countries with economies in transition, restrictions on freedom of movement were dismantled and international mobility increased. In the developing world, the accelerated development of the newly industrialized countries caused shortages in certain sectors of labour that was provided by migrants. Millions of refugees repatriated once long-standing conflicts were resolved. However, new foci of instability emerged, particularly in Europe, leading to rising numbers of displaced persons in need of protection. At the same time, migrant remittances reached unprecedented levels, surpassing the amount of official development assistance and becoming a major source of income for a growing number of developing countries. These developments have moved international migration to the forefront of the international agenda and raised awareness of the need for international collaboration in addressing the challenges and reaping the benefits related to international migration.

58. As this report has documented, the response by the international community has been swift. The United Nations system, in collaboration with relevant institutions and organizations, including IOM, has responded by addressing a wide array of relevant issues such as the protection of migrant rights; the development of international instruments to combat human trafficking and smuggling; the provision of technical assistance on labour migration, on the formulation of migration legislation, and on the development of national institutions and expertise to manage migration; the provision of information and technical expertise on migration issues; the implications of migration for health; and the provision of assistance to refugees and others in need of protection. To facilitate collaboration and ensure coordination in carrying out this wide array of activities, mechanisms such as the Geneva Migration Group and the coordination meetings convened by the United Nations have been used.

59. In addition, a number of government initiatives, sometimes launched in collaboration with international organizations, have given rise to several regional consultative processes that have provided useful forums for the exchange of information and the discussion of positions among government representatives. In some regions, these consultative processes have advanced to a stage where concrete proposals are being acted upon by the group of countries concerned. The work of the United Nations on international migration would benefit from closer ties with the regional consultative processes in regard to determining which issues would benefit from consideration at the global level. Inputs from the regional consultative

processes would be a useful part of the preparatory activities for the high-level dialogue scheduled for 2006.

60. Consideration of international migration issues at the United Nations will also benefit from the findings of the Global Commission on International Migration whose report is scheduled to be completed by mid-2005. Among other things, the report is expected to distil the views expressed in the regional hearings that are being conducted by the Commission.

61. International migration is a priority issue for the United Nations, as the Secretary-General has emphasized. This report shows that the United Nations is continuing to address the issues raised by the many facets of international migration in concrete ways. By maintaining its focus on the interrelations of international migration and development, the General Assembly has ensured that the United Nations will play a key role in advancing the debate on this crucial global issue.

Notes

[1] POP/DB/MIG/2003/1.

[2] United Nations publication, Sales No. E.04.XIII.3.

[3] Ibid., table 16.

[4] See *Official Records of the Economic and Social Council, 2004, Supplement No. 5* (E/2004/25), chap. I, sect. B, decision 2004/1, para. (c).

[5] Statistical Papers, No. 58, Rev.1 (United Nations publication, Sales No. E.98.XVII.14).

[6] See *Official Records of the Economic and Social Council, 2003, Supplement No.4* (E/2003/24), chap. II, para. 2 (d).

[7] Ibid., 2004, *Supplement No. 6* (E/2004/26), annex III.

[8] United Nations publication, Sales No. E.03.IV.10.

[9] United Nations publication, Sales No. E.04.II.C.1. Forthcoming.

[10] "Fifth Asian and Pacific Population Conference: Report and Plan of Action on Population and Poverty" (Asian Population Studies Series, No. 159 (ST/ESCAP/2264)) (New York, 2003).

[11] United Nations publication, Sales No. E.04.II.F.5.

[12] See *Official Records of the General Assembly, Fifty-ninth Session, Supplement No. 48* (A/59/48), for the report on the first session.

[13] Ibid., annex IV.

[14] The complete text of the Agreement is available from http://www.wto.org/english/tratop_e/serv_c/gatsintr_e.htm.

[15] Statistical Papers, No. 86 (United Nations publication, Sales No. E.02.XVII.11).

[16] Geneva, 2004. Also available from http://www.ilo.org/public/english/standards/relm/ilc/ilc92/pdf/rep-VI.pdf (accessed 22 September 2004).

[17] Health and Human Rights Publication Series Issue No. 4 (Geneva, WHO, December 2003).

[18] Text of the Treaty is available from http://www.unizar.es/euroconstitucion/Treaties/Treaty_Amst.htm (accessed 22 September 2004).